

plan fundamentals

April 30, 2004

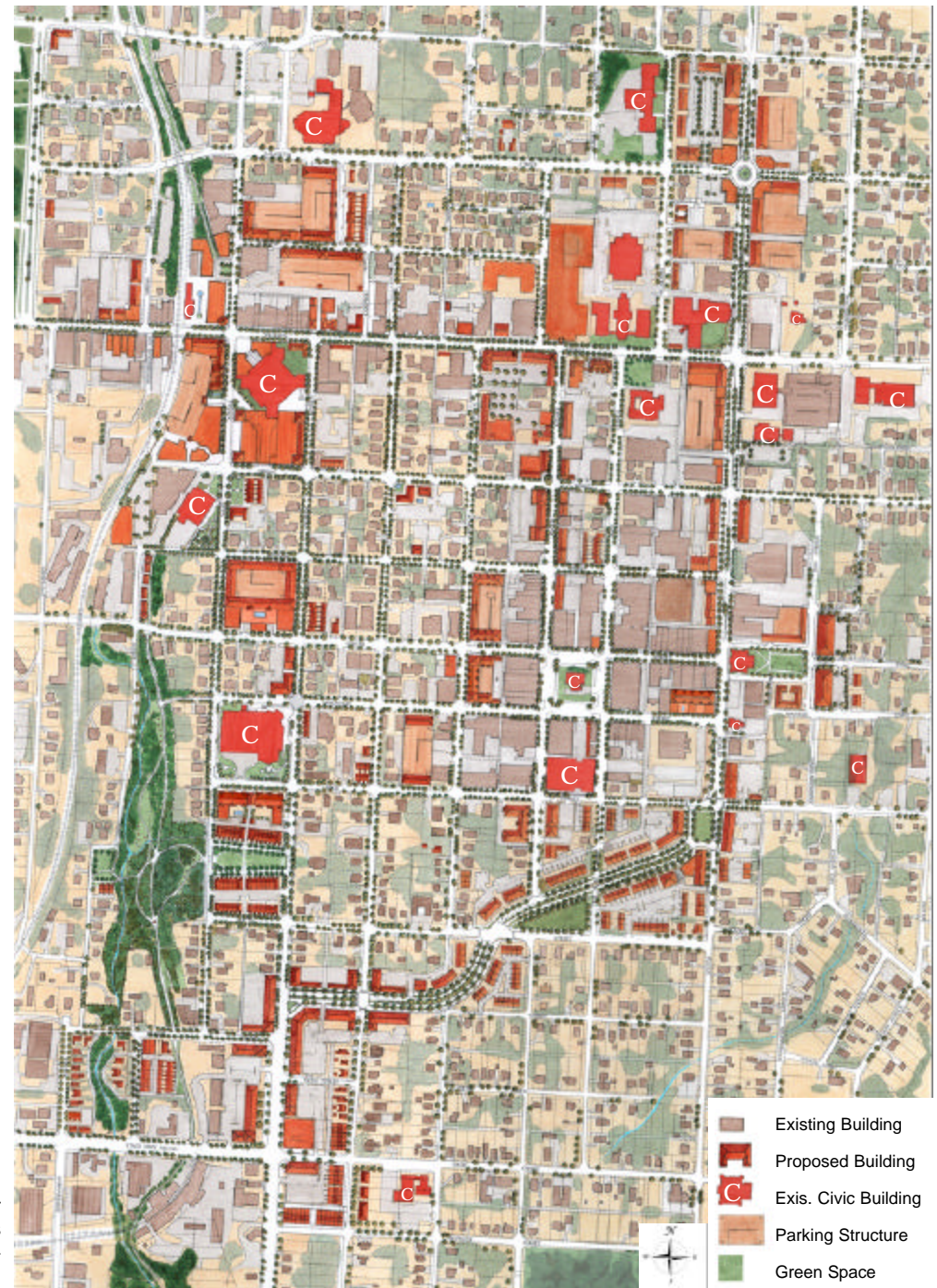
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Through the charrette process, the community and design team arrived at a series of basic urban design and policy principles to guide future development Downtown. The Key Principles summarize the results of the citizen process and promote responsible growth, planning and development. While the specifics of each principle are reflective of Fayetteville's needs, overall these principles are essentials for good planning in any modern downtown. This chapter presents the broad scope of the community's vision for Downtown; specific design components of each principle are further described and illustrated in Chapter 3. General guidance on implementing each principle is included; detailed implementation strategies can be found in Chapter 5.

KEY PRINCIPLES

- 1. A Superbly Walkable Environment***
- 2. Downtown Living***
- 3. Smart Parking***
- 4. Smart Rules***
- 5. Special Places***
- 6. An Experience Economy***

The Illustrative Master Plan at right was created during the charrette. The plan synthesizes community ideas and depicts the idealized build-out for downtown. This map is for illustrative purposes and is not a regulating document. The Illustrative Master Plan identifies key opportunity parcels for potential development, redevelopment, conservation, and preservation. A large copy of the plan is included in the Appendix and is on display at City Hall.



1. A Superbly Walkable Environment

A network of interconnected blocks and streets is present in Downtown Fayetteville. The historic urban fabric of the town allows for a series of intimate public spaces and streetscapes. Over time, however, the traditionally walkable streets have been disturbed by road widenings and automobile dominance. In the future these streets must be reclaimed, creating a healthy balance between vehicular and pedestrian traffic. The Downtown Master Plan supports the continued creation of "great streets" in Downtown.

More than any other feature, streets define a community's character. "Great streets" are walkable, accessible to all, interesting, comfortable, safe, and memorable. While great streets accommodate vehicular and pedestrian travel, they are also *signature public spaces*. Great streets showcase high quality buildings; mixed-use streets provide good addresses for sustainable commerce while residential streets are key to livability in neighborhoods.

STRATEGIES FOR DESIGNING GREAT STREETS

1. Design for pedestrians first.

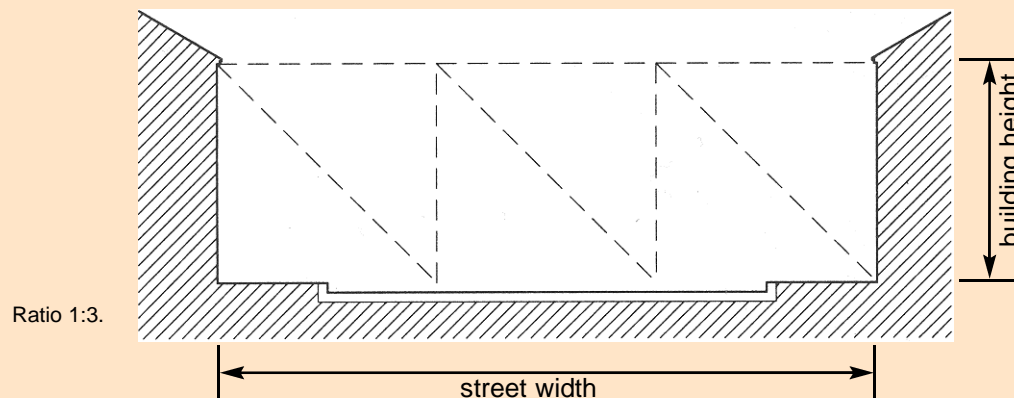
The configurations of great streets consistently provide a high-caliber experience for pedestrians as a baseline obligation, and go on from there to accommodate all other required modes of travel.

2. Scale matters.

A street should function as a three-dimensional outdoor room, surrounding its occupants in a space that is welcoming and useable, especially for pedestrians. A ratio of 1:3 for building height to street width is often cited as a minimum benchmark of success, although even more narrowly proportioned street spaces can produce a still more satisfying urban character.

Proportions of Street Space

The height-to-width ratio of the space generates spatial enclosure, which is related to the physiology of the human eye. If the width of a public space is such that the cone of vision encompasses less street wall than sky opening, the degree of spatial enclosure is slight. The ratio of 1 increment of height to 6 of width is the absolute minimum, with 1 to 3 being an effective minimum if a sense of enclosure is to result. As a general rule, the tighter the ratio, the stronger the sense of place and, often, the higher the real estate value. Spatial enclosure is particularly important for shopping streets that must compete with shopping malls, which provide very effective spatial definition. [emphasis added]. In the absence of spatial definition by facades, disciplined tree planting is an alternative. Trees aligned for spatial enclosure are necessary on thoroughfares that have substantial front yards.



Excerpted from
AIA Graphic Standards

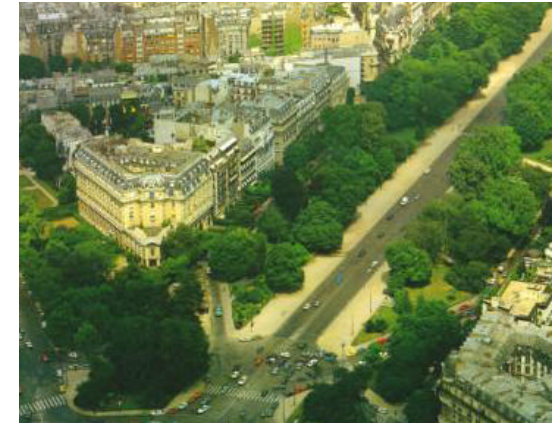
Although pedestrians are invariably more comfortable on narrower streets, great streets vary in size and shape and are successful in many different configurations. Width is only part of the recipe. From an urban design point of view, there are extremely successful eight-lane roads just as there are miserable failures two lanes wide. Streets need to be sized properly for their use and matched in proportion to the architecture and/or trees that frame them. The Champs-Élysées in Paris, for example, is 230 feet wide but it is considered a "great street;" the scale of the boulevard is defined three-dimensionally. Buildings on the Champs-Élysées are 75 to 80 feet tall, creating an effective sense of enclosure. By contrast, intimate residential segments of Church Street in Charleston have a right-of-way only twenty-two feet wide—just seventeen feet curb-to-curb, plus a sidewalk—and the houses that line both sides are two stories tall. Classic streets in American streetcar suburbs feature shallow front yards, broad planting strips for trees, and relatively narrow pavement; the trees on both sides enhance the spatial definition. The designed ratio of height to width is followed on most great streets around the world.

3. Design the street as a unified whole.

An essential distinction of great streets is that the whole outdoor room is designed as an ensemble, including utilitarian auto elements (travel lanes, parking, curbs), public components (such as the trees, sidewalks, and lighting) and private elements (buildings, landscape, and garden walls). As tempting as it may be to separate these issues, by for example leaving building placement and orientation out of the discussion when planning new thoroughfares, all the public and private elements must be coordinated to have a good effect. For example, the best city streets invariably have buildings fronting the sidewalk, usually close to the street. The random setbacks generated by conventional zoning only rarely produce this effect, so the land development regulations along a given corridor must be rethought in conjunction with any road improvement (especially widenings). In some cases, minimum height of buildings should be regulated to achieve spatial definition, almost impossible to attain with one-story buildings. Similarly, the old routine of widening roads but citing last-minute budget problems as the reason to leave street trees or sidewalks "for later" is unacceptable, comparable to building a house with no roof.

4. Include sidewalks almost everywhere.

Without sidewalks, pedestrian activity is virtually impossible. The design matters, too. One of the simplest ways to enhance the pedestrian environment is to locate the walkway at least 5 or 6 feet away from the curb, with the street trees planted in between. Pedestrians will be more willing to utilize sidewalks if they are located a safe distance away from moving automobile traffic. The width of the sidewalk will vary according to the location. On most single-family residential streets, five feet will usually suffice, but more width is needed on rowhouse streets to accommodate stoops. On Main Streets, fourteen feet is usually most appropriate, but the sidewalk must never fall below an absolute minimum of eight feet wide.



Champs-Élysées, Paris, France



Church Street, Charleston, SC

It is not surprising that, given their multiple roles in urban life, streets require and use vast amounts of land. In the United States, from 25 to 35 percent of a city's developed land is likely to be in public right-of-way, mostly streets. If we can develop and design streets so that they are wonderful, fulfilling places to be, community building places, attractive public places for all people of cities and neighborhoods, then we will have successfully designed about 1/3 of the city directly and will have an immense impact on the rest.

- Allan Jacobs, *Great Streets*



Beaufort, SC



Richmond, IN

5. Shade!

Motorists, pedestrians, and cyclists all prefer shady streets. Street trees should be placed between automobile traffic and pedestrians, for an added layer of psychological security for pedestrians. Street trees with fairly continuous canopies that extend over the travel lanes and the sidewalks should be the norm. This is especially vital on arterial roadways or other wide streets that contain expanses of concrete and asphalt and depend on trees for spatial definition. Main Streets are a special case, in which excessive tree plantings can interfere with clear views to signage and merchandise. In areas like these where continuous plantings of street trees are undesirable or inappropriate, architectural encroachments over the sidewalk like awnings, arcades and colonnades, and cantilevered balconies can be used in place of trees to protect pedestrians from the elements and shield storefronts from glare. The taller buildings and tighter height-to-width ratio on Main Streets also produce some shade. In downtown areas, streetlights, bus shelters, benches, and other street furniture occupy the wider sidewalks and provide the appropriate separation between pedestrians and the curb.

6. Make medians sufficiently wide.

Where divided thoroughfares are unavoidable, the medians must be generous enough to serve as a pedestrian amenity. For street trees to thrive and for pedestrians to have adequate refuge when crossing streets, the medians need to be sized accordingly.

Urban Heat Islands

Modern research about energy conservation and climate have revealed a phenomenon called the "urban heat island." This describes the buildup of heat (in urbanized areas in both downtowns and suburbs) that results in part from the increased amount of unshaded pavement, dark rooftops and other darkened surfaces; experts tell us this brings about energy waste, not to mention summertime discomfort. However, the urban heat island is tamed by the shade produced by street trees. Street trees are thus essential for not only controlling glare and improving our air, but also for conserving energy.

The U.S. Environmental Protection Agency (EPA) has a Heat Island Reduction Initiative (HIRI). For more information, refer to www.epa.gov.

This aerial photograph, taken January 10, 2004, illustrates the lack of trees in parts of Downtown Fayetteville.



7. Plant the street trees in an orderly manner.

Great streets are not the place to experiment with random, romantic, or naturalistic landscaping. Urban trees should be planted in aligned rows, with regular spacing, using consistent species. This will not appear rigid or mechanistic, for trees do not grow identically; rather, the power of formal tree placement is that it at once shapes the space, reflects conscious design, and celebrates the intricacy and diversity within the species. More importantly, the shade produced by the trees will be continuous enough to make walking viable, and the spatial impression of aligned trees also has a traffic calming effect.

8. Use smart lighting.

Streets should be well lit at night both for automobile safety and pedestrian safety. Pedestrians will avoid streets where they feel unsafe. "Cobra head" light fixtures on tall poles spaced far apart do not provide for pedestrian safety. Shorter fixtures installed more frequently are more appropriate, and can provide light under the tree canopy as street trees mature.

9. Allow on-street parking in suitable locations.

On-street parking provides further separation between pedestrians and moving cars and also serves as a traffic calming device because of the "visual friction" and alertness it triggers. Parallel parking is often better than head-in or diagonal parking because it requires less space, although diagonal parking is acceptable in exceptional cases on shopping streets if the extra curb-to-curb width is not achieved at the expense of properly sized sidewalk space. Parking near the fronts of buildings also encourages people to get out of their cars and walk, and is essential to leasing street-oriented retail space.

10. Resist parking lots in front of buildings.

The bulk of a building's parking supply should not be up against the sidewalk or facing the street but should occur behind the building instead (or in a few cases, beside the building). The acres of surface parking between storefronts and the street are responsible for the negative visual impact of the typical commercial "strip". Such a disconnected pedestrian environment is in part due to bad habits on the part of auto-oriented chain stores, but also reflects the large setbacks and high parking requirements in conventional zoning. If the rules are changed to provide "build-to" lines rather than mandatory front setbacks for commercial buildings, it is possible to grow streets with real character.



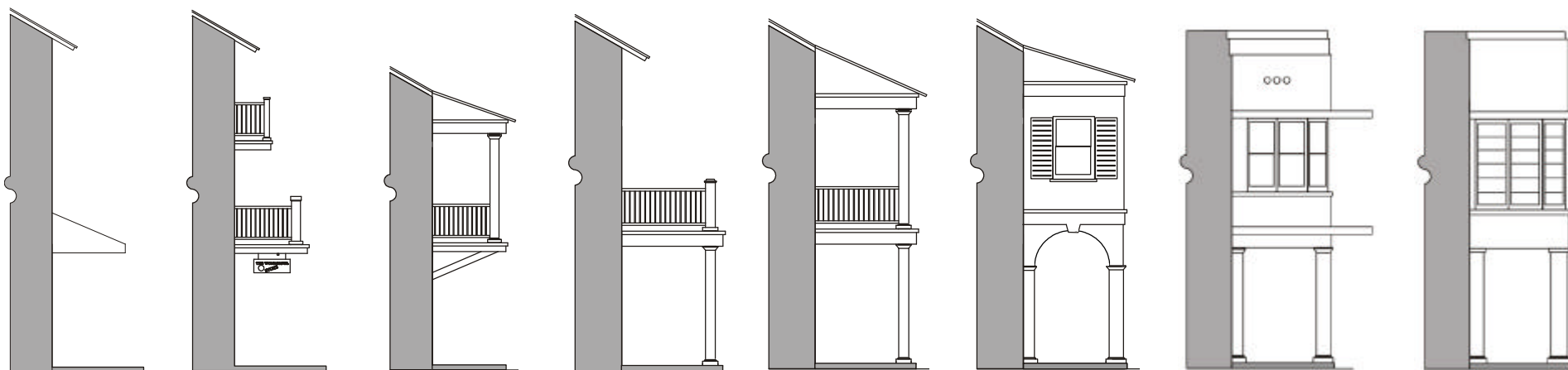
Charlotte, NC



Richmond, IN



Frankfort, KY



Streets are the public living rooms in a community. In a downtown, the spaces between the buildings matter even more than the spaces within. Buildings located along streets sell for great addresses, street scene, and the convenience to walk places. Street oriented architecture does not turn its "back" to the street; doors, windows, balconies, and porches face the street, not blank street walls. In this way, a level of safety is reached by creating "eyes on the street." In a thriving downtown, street oriented architecture makes the public realm between buildings satisfying.

Above, diagrams of architectural treatment for encroachments over Main Street sidewalks: awning, balcony(s), colonnade(s), arcade.

Every street in Downtown Fayetteville is important. Within the network of streets, there are certain streets that should be showcased, protected, and thought about with even more care. These streets include Dickson Street, Block Avenue, College Avenue, Lafayette Street, School Avenue, Center Street, Mountain Street, West Avenue, and Archibald Yell Boulevard. Each street is identified as a signature connection in Downtown. These streets should receive priority in regards to investment and a careful examination of the rules.

GREAT STREETS IN THE MAKING



Dickson Street



West Avenue



School Avenue



Lafayette Street



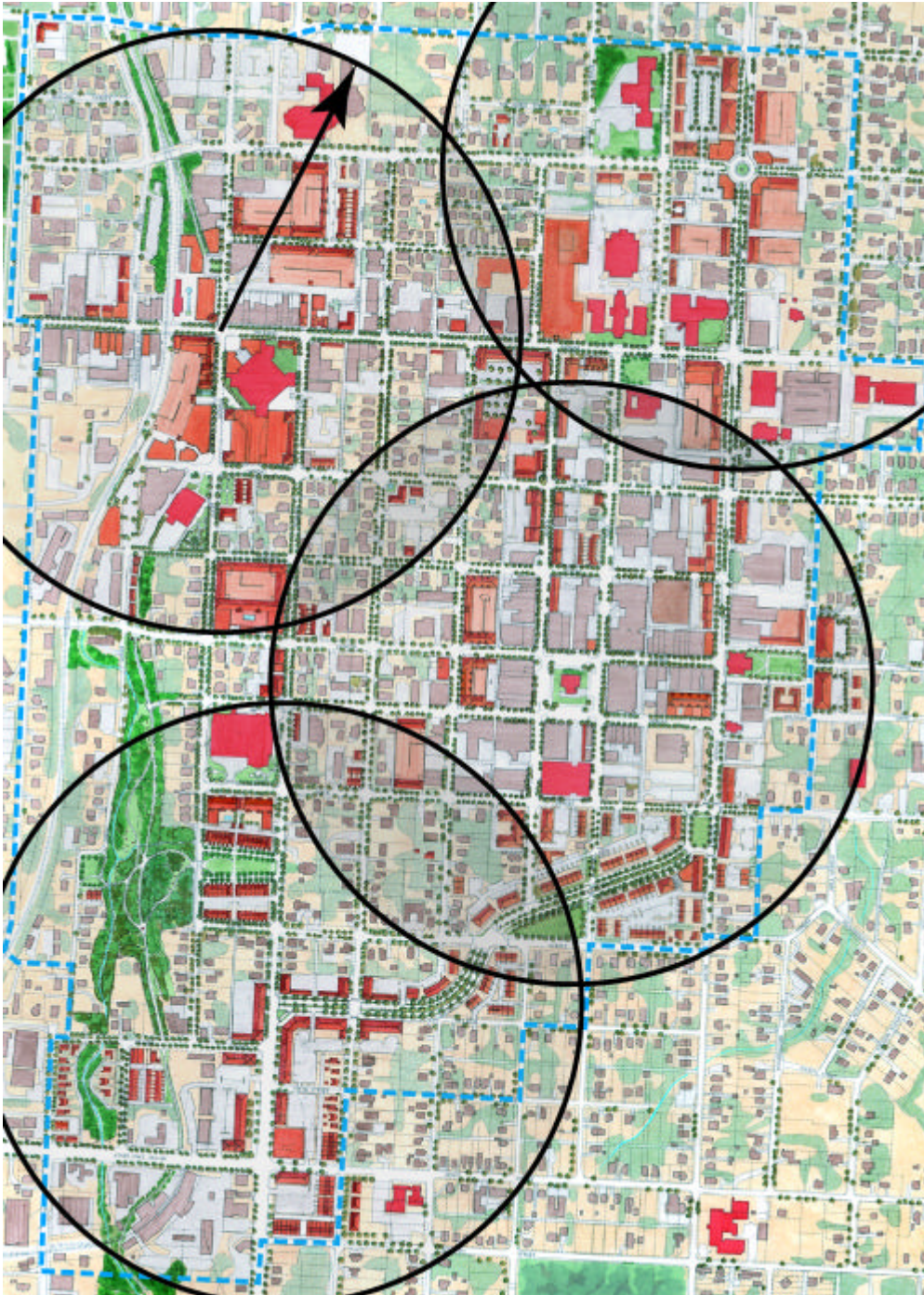
College Avenue



Block Avenue



Archibald Yell Boulevard



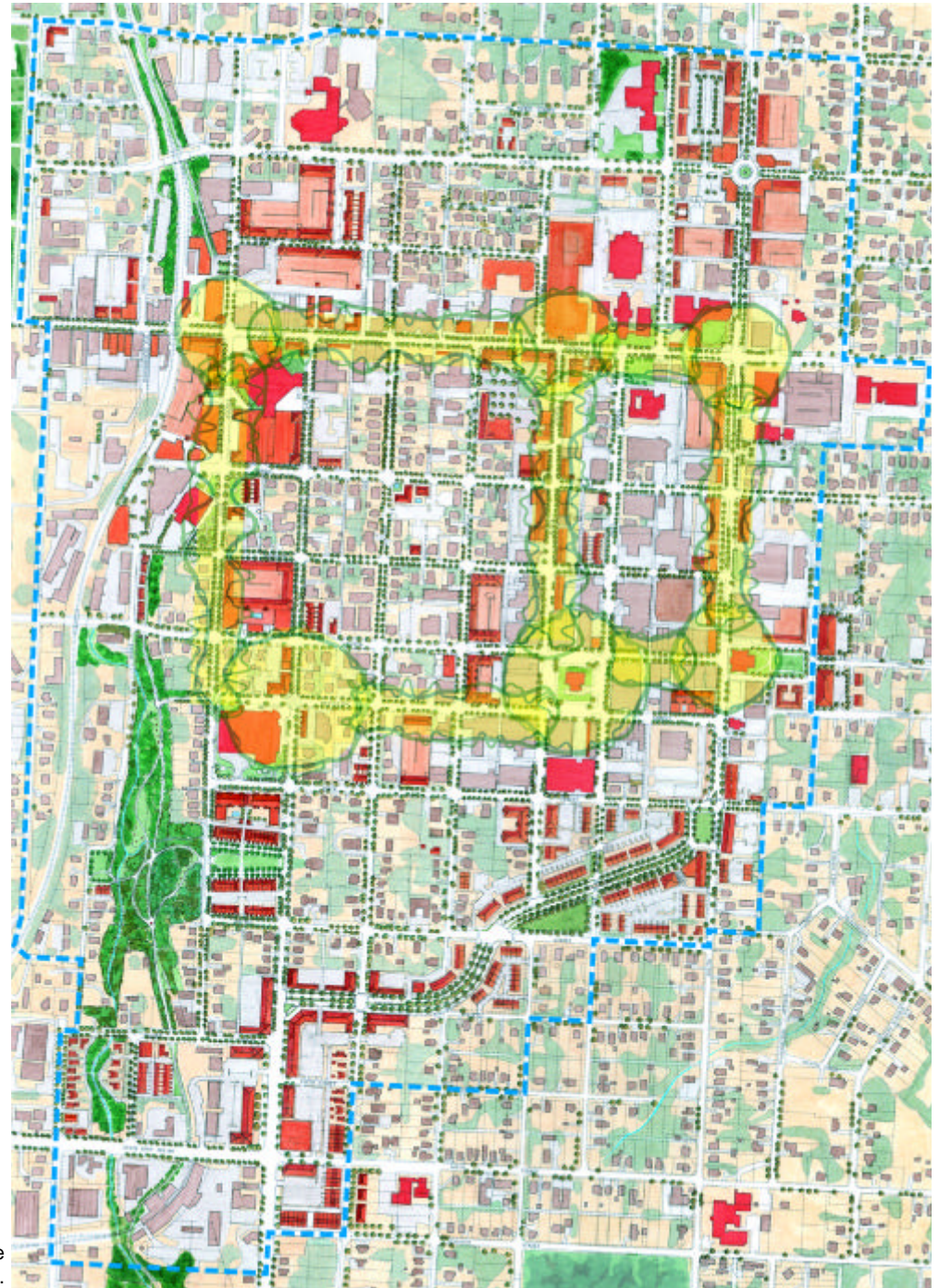
If streets are walkable, most people will walk a distance of approximately $\frac{1}{4}$ mile (1320 feet) before turning back or opting to drive or ride a bike rather than walk. Most neighborhoods built before World War II are $\frac{1}{4}$ mile from center to edge. This dimension is a constant in the way people have settled for centuries. This distance relates to the manner in which people define the edges of their own neighborhoods.

Of course, neighborhoods are not necessarily circular in design, nor is that desirable. The $\frac{1}{4}$ mile radius is a benchmark for creating a neighborhood unit that is manageable in size and feel and is inherently walkable. Neighborhoods of many shapes and sizes can satisfy the $\frac{1}{4}$ mile radius test. Downtown Fayetteville demonstrates the $\frac{1}{4}$ mile radius principle with several distinct neighborhoods or quarters that combine to form the whole. The Illustrative Master Plan shows how to reinforce the identity and completeness of each of the Downtown neighborhoods with infill development and preservation.

The circles on the Illustrative Master Plan indicate a walking distance of a $\frac{1}{4}$ mile.

The grid of streets found in Downtown Fayetteville is typical of the era in which the town was founded. It is essential when encouraging walkability to have places for people to walk to — Downtown destinations. Small blocks and streets that go somewhere are essential.

The formation of the Cultural and Entertainment Overlay District provides the distinction of specific destinations and attractions for people to walk to and from. The Downtown Square, Dickson Street, Walton Arts Center, and new Fayetteville Public Library form the four corners of a highly walkable environment. Visitors and residents of Downtown are able to park once and walk to almost all destinations. While each are geographically within walking distance, there is a community perception that you must drive to get from one place to another in Downtown. The reality is that with unfriendly physical conditions, people do not feel comfortable walking to different destinations in Downtown. Making the streets within Downtown pedestrian friendly (and adding appropriate directional signage) would remove this perception.

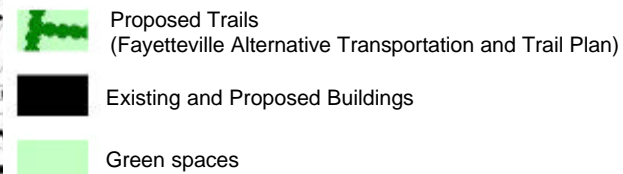


The highlighted areas on the Downtown Master Plan indicate some of the most crucial connections in Downtown.



In addition to Downtown streets and sidewalks, there is also a trail system which connects the Downtown to other areas of the City. The existing trails system is expanded in the 2003 *Fayetteville Alternative Transportation and Trail Master Plan*. Additional trails will further enhance the pedestrian connections throughout Downtown. On-street linkages are proposed for every major street in Downtown. Specific trail heads are identified along each trail, allowing easy access, managed parking (as necessary), and recreation facilities. The trail linkages further connect pedestrians with various Downtown activities. In addition, the Northwest Arkansas Heritage Trail Plan offers historical routes through Downtown and further connects Downtown to the region as a whole. The implementation of the *Fayetteville Alternative Transportation and Trail Master Plan* is an important link in Fayetteville's trail network and the overall walkability strategy for Downtown.

1. Arkansas-Missouri Rail-Trail
2. Center Prairie Trail
3. Block Avenue / Walker Park Trail



A SUPERBLY WALKABLE ENVIRONMENT — GETTING THERE

The following steps are necessary in creating a Superbly Walkable Environment Downtown:

- a. Adopt the Downtown Master Plan.
- b. Adopt the Downtown District (including the Urban Standards and Architectural Standards) as a new zoning district in the City's Unified Development Code.
- c. Create a Downtown Redevelopment District to enable tax increment financing and appoint a Development Coordinator.
- d. Reorganize the Downtown Dickson Enhancement Project (DDEP) into a Business Improvement District to assist the redevelopment district in funding streetscape improvements and other modifications.
- e. For major street and infrastructure improvements, the City should earmark funds in the General Plan or apply for grants from the federal government.
- f. Amend the *Fayetteville General Plan 2020: Master Street Plan* to include the Downtown District thoroughfare standards. In addition to the standards, the Thoroughfare Atlas should also be included in the Master Street Plan to identify the location of specific street types within Downtown.
- g. Revisions to the City's parking standards, found in the proposed Downtown District ordinance, should be adopted for application Downtown.
- h. Add on-street, parallel parking to all appropriate streets in Downtown (see the Thoroughfare Atlas in the Appendix).
- i. Encourage sidewalks on every street in Downtown.
- j. Where structured parking is being built demand off-street structured parking with a habitable liner building fronting the street.
- k. Concentrate retail in Downtown to create a "park once" environment so that patrons can walk to many shops and stores rather than having to drive to each location.
- l. Through Urban Standards and Architectural Standards (included in the Downtown District ordinance), require that all new buildings have doors and windows facing streets.
- m. Enhance Downtown streets through physical improvements, street modifications, and infill development.
- n. Continue to draw cultural and entertainment destinations to Downtown through the adoption of the Cultural and Entertainment Overlay District.
- o. Implement the *Fayetteville Alternative Transportation and Trail Master Plan* to add recreational and walking trails and to further connect Downtown to the region as a whole.

Additional Implementation Strategies are included in Chapter 5.

2. Downtown Living

Downtown Fayetteville is a place many people call home, but more residents are needed.

There is a mix of housing located Downtown, offering many the opportunity to live in this vibrant urban environment. There are four active Downtown neighborhood associations, which include West Lafayette Street Historic Neighborhoods, Town Mountain South, Mill District, and Dickson Street Neighborhood Associations. In addition, portions of the areas served by the Town Branch, Jennings Plus, and Washington-Willow Neighborhood Associations are located Downtown. There exists a distinct neighborhood character within each of these areas. There is a mix of single-family homes, apartments, residences above shops and offices, and live-work units Downtown. Each range in shape, size, and architectural style giving Downtown a unique and diverse residential mosaic.

As we look to the future of Downtown, it is important to encourage and provide more opportunities for people to live Downtown. It is time for Downtown Fayetteville to resume being a primary, first-choice residential option. If more people live Downtown, overall revitalization efforts will benefit by this increase in population. Encouraging a balance of people living and working Downtown has several benefits, including: living and working in the same area removes daily trips that rely on the regional road network; support for local businesses; and, new housing Downtown can provide a greater variety of housing options for Fayetteville. The Illustrative Master Plan identifies specific sites for residential and mixed-use infill development.

Housing for a mix of incomes must be provided Downtown. Downtown should not be just a place for the richest of the rich and poorest of the poor. It is a place for everyone, and should support a diverse population from every income level. To reach the best possible spectrum of Downtown residents, Downtown

Mix of Land Uses and Building Types

Neighborhoods traditionally have a mix of uses and types of buildings. A variety of uses within the neighborhood creates the ability to live, work, shop and have daily needs and services within walking distance. A variety of building types allows for diverse lifestyle options, ages, and incomes to live in the same neighborhood. For example, in a shopfront building, the business owner can live above his or her shop, or rent the upper floors as offices or apartments. Nearby, rowhouses and cottages can be intermingled with larger detached homes.



Single - Family House - Downtown Fayetteville



Rowhouses - Buffalo, NY



Apartments - Cheyenne, WY



Live - Work Units - Downtown Fayetteville

living should be promoted simultaneously to all incomes — modest, middle, and high incomes. In the near term, however, the top priority for achieving a healthy mix of incomes is to promote downtown living to middle income, owner-occupant residents. This income group is under-represented in the existing Downtown housing profile, and it is important to have enough of these households to support the continuing commercial, cultural and workplace revival that is desired.

During the charrette, UrbanAdvisors ran a pro forma for a hypothetical mixed-income development Downtown. From the analysis, the profits on for-sale units allowed the inclusion of low-price units for sale as ten percent of the total number of units, while maintaining a reasonable profit margin for the developers. For the pro forma, costs from local developers and designers were used, and the pro forma was reviewed by local developers who agreed with the conclusion that the style of development proposed could be done in current market conditions. Preliminary financial analysis demonstrates the potential for including approximately ten percent low-income units in market rate development Downtown.

Neighborhood preservation and restoration is an important element in maintaining Downtown's character. Many neighborhoods are threatened by encroaching development and demolition. Many homes are being torn down to build surface parking lots. This is not acceptable and a balance must be reached between neighborhood preservation, new development, and the rush to store more cars. The revision of the City's land development regulations is an essential step in controlling and providing this balance. Where infill development is to occur, such development must reflect the architectural character of the existing neighborhood.

As Downtown continues to emerge as the leader in cultural and entertainment in Northwest Arkansas, Downtown living should also provide opportunities and appropriate accommodations for artists, artisans, and performers.



Rowhouse



Live - Work Unit

DOWNTOWN LIVING — GETTING THERE

The following steps are necessary in creating Downtown Living:

- a. Adopt the Downtown Master Plan.
- b. Adopt the Downtown District (including the Urban Standards and Architectural Standards) as a new zoning district in the City's Unified Development Code.
- c. Create a Downtown Redevelopment District to enable tax increment financing and appoint a Development Coordinator.
- d. Reorganize the Downtown Dickson Enhancement Project (DDEP) into a Business Improvement District, consistent with the Downtown Redevelopment District.
- e. Where applicable, encourage Downtown residents and property owners to use Federal Historic Rehabilitation Tax Credits to rehabilitate historic structures.
- f. Develop a rehabilitation / adaptive re-use strategy as a mechanism to create housing Downtown.
- g. Create an infill development strategy to target locations Downtown for residential and mixed-use development.
- h. Conduct an annual inventory of land uses to compare the supply and demand for housing Downtown.
- i. Create affordable housing Downtown through the use of Low-Income Housing Tax Credits and Inclusionary Zoning.
- j. Institute housing programs which offer homeowners assistance in purchasing homes.

Additional Implementation Strategies are included in Chapter 5.

3. Smart Parking

When planning for the future of Downtown, we must be sure to plan for an adequate supply of parking to accommodate future growth and development. Appropriate management is necessary; parking is handled differently in a downtown. Downtown is not a mall, strip shopping center, office park, or apartment complex. Downtown is a unique center of activity where parking, while important, is not the most important feature. In fact, inappropriately designed surface parking lots and ill-fitting garages can blight the very character that is Downtown's calling card. A downtown must have parking, but the City must handle parking in smart ways so that it does not dominate the entire environment.

An efficient method for handling parking Downtown is through the coordinated use of *shared parking*. Office uses may be able to use certain parking spaces during the day while these same spaces are then used by residents at night. Why build two spaces when one will do in a shared parking scenario? Shared parking works in a mixed-use, park-once, pedestrian-friendly environment, all of which are key elements in the Downtown Master Plan.

There already exists *on-street parking* on many streets in Downtown Fayetteville. This is normal for a downtown. Downtown has a number of streets that could support much more parking if the streets were designed properly and some minor adjustments made.

In order to accommodate smart parking Downtown, the City's parking regulations need to be revised. A draft of the Downtown Parking Standards are included in the proposed Downtown District ordinance (Appendix H).

Shared Parking

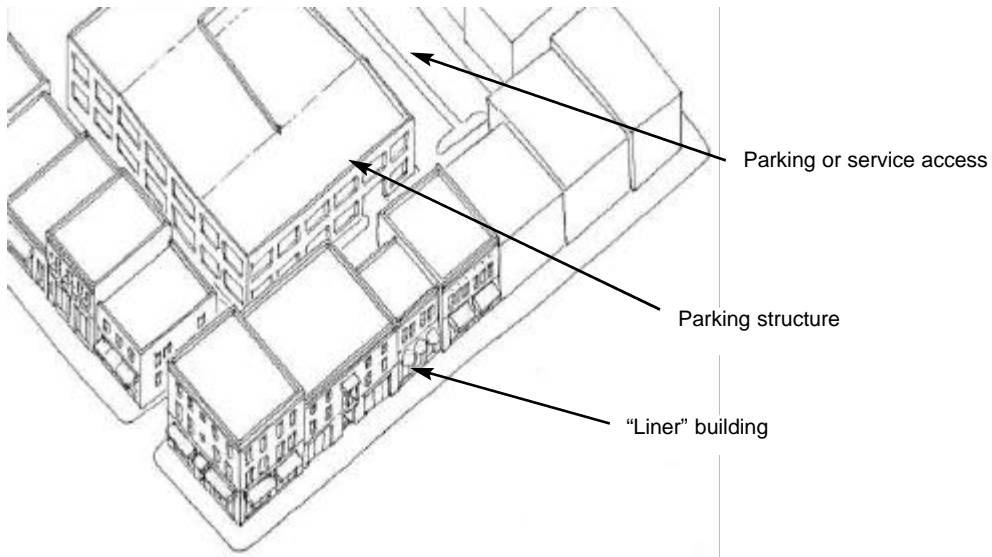
Under a shared parking agreement, businesses would buy parking *shares* for employees rather than purchasing the entire space. This would have several immediate effects. First, the most convenient spaces would be saved for customers. Second, businesses would not incur the full cost of parking, but only the actual cost of use. Third, a business that formally agreed to parking demand management would need fewer spaces and thus incur even less cost. For instance, a business with four workers per shift that had a carpooling program might only need one employee parking space for a 16 hour day, as opposed to paying per employee per shift for four spaces.

If we assume sharing, then the cost for the space goes down as its use goes up. For instance, if a typical office has employees parking from 8:30 am to 5:30 pm, the use would be 9 hours out of 18 hours the garage might be open. Per space, the office employer would thus pay only 50 percent of the cost of building and operation. If we also assume that the employer makes a commitment to demand management with a minimum of two employees per space, the cost per employee is cut in half. If a parking space costs \$13,000 to build, and the redevelopment district allows 10 years to pay for the space at the redevelopment district bond rate, annual parking debt per employee would come to around \$332, or about \$28 per month per employee. With operating cost, the per-employee cost would come to approximately \$32 per month. If this seems too much for some employers, they could share the cost with employees, resulting in an employee cost of less than a dollar a day.

If the same cost sharing were used with a combination of surface parking and structured parking, because of the lower cost of surface parking the cost to the business declines. In the example above, if 50 percent of the parking were surface parking, the monthly cost per employee in a two-person carpool would drop to around \$18 per month. On a daily basis, if we assume 21 workdays per month, the cost would thus be about 86 cents per employee per day, less than a cup of coffee downtown. If cost were shared between employer and employee, the cost for each per day would be about 43 cents. Such a plan is significantly less costly for employees than paying for meters or receiving the occasional parking ticket. And it frees up prime space for customers.

This scenario does not mean that the redevelopment district would then pay for the 50 percent of the space time not used by the office employees, because there are other businesses, which have higher employee parking demand after 5:30 pm, such as movie theaters, restaurants and other businesses open later at night. While it is unlikely that all of the space would be paid through subscription by businesses, the cost to the redevelopment district would be far less. After the parking construction debt is paid, the cost to business would be reduced to the operating cost per space, typically a total annual cost of around \$250 per space in structures and \$125 for surface spaces. For the office employer example, this would result in an annual cost for structured parking per employee with demand management of \$62.50, or \$5.20 per month, or 25 cents per workday. A combination of structured and surface would lower the cost even further. By the use of shared parking, parking demand management agreements, and Redevelopment District funding, the cost of providing parking Downtown can be substantially reduced for all of the participating parties.

Parking should not be placed on corner lots at key intersections. Surface parking lots on corners disrupts the urban fabric. Most parking needs to be located near the middle of the block, so that the valuable street edges can be recaptured for urban architecture or green space. Where possible, parking lots and structures should be lined with buildings or otherwise screened so that parking does not visually dominate the street scene. Lining parking structures with habitable space along the street edge is crucial to natural surveillance and street character. These "liner buildings" provide an opportune location for affordable housing, offices, and small business. Liner buildings are particularly well suited for live-work units or artist studios.



Illustrative example of "liner" building, with wrap-around shopfronts *lining* larger buildings or parking structures.



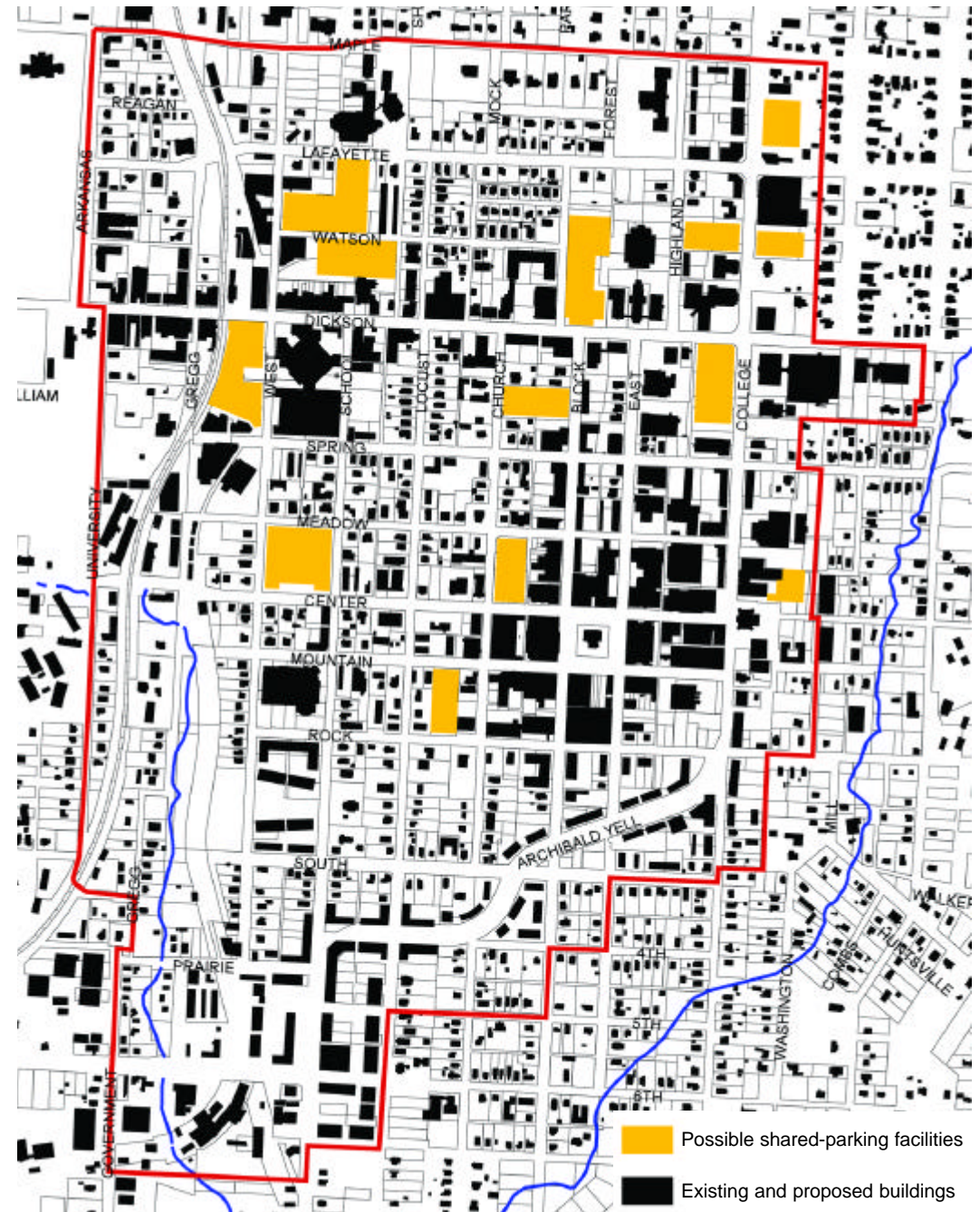
Credit: Len Schaper



Credit: Len Schaper

Garages with liner buildings in Boulder, CO

Due to continued growth and redevelopment Downtown, structured parking facilities will gradually need to be provided as part of public infrastructure (see *Technical Memorandum: Downtown Transportation and Management Study* in the Appendix). These facilities could be City-owned property or created by public-private partnerships. The creation of a Downtown Redevelopment District or Business Improvement District (BID) could help alleviate parking problems by funding the development of structured parking facilities. Chapter 5 details additional funding mechanisms and implementation strategies to provide parking Downtown.



SMART PARKING — GETTING THERE

The following steps are necessary in creating Smart Parking Downtown:

- a. Adopt the Downtown Master Plan.
- b. Adopt the Downtown District (including the Urban Standards and Architectural Standards) as a new zoning district in the City's Unified Development Code.
- c. Create a Downtown Redevelopment District to enable tax increment financing and appoint a Development Coordinator.
- d. Reorganize the Downtown Dickson Enhancement Project (DDEP) into a Business Improvement District, consist with the Downtown Redevelopment District.
- e. Revisions to the City's parking standards, found in the proposed Downtown District ordinance, should be adopted for application Downtown.
- f. The City and DDEP should identify sites for shared parking and meet with property owners and businesses to set the terms of use.
- g. Add on-street, parallel parking to all appropriate streets in Downtown (see the Thoroughfare Atlas in the Appendix).
- h. Where structured parking is being built demand off-street structured parking with a habitable liner building fronting the street. Create structured parking over time, as the demand exists.

Additional Implementation Strategies are included in Chapter 5.

4. Smart Rules

Improved development regulations will be one of the primary methods for implementing the vision for Downtown Fayetteville. Development regulations work like "DNA"; they are the genetic code for growing a town. The current City development regulations must be tuned up so that Downtown can grow into the place the community wants. For example, the existing regulations call for deep front setbacks in many locations. Such setbacks are too deep for a downtown environment, and developers must obtain special permission just to locate a building in the right place on a lot. Such regulations unintentionally disrupt the historic urban fabric of the town. In some parts of Downtown, present zoning bears no relation to the physical context of the uses and building types that are found there. For this reason, the existing Downtown zoning needs to be reconsidered.

The City must use its power to control development via these regulations, but not over-use this power to the point of stifling investment or limiting creativity and the eclectic character of Downtown. Regulations are more than a process; the community needs to think of what outcome they want for the future of their Downtown. Appropriate regulations are essential to making the community's vision for Downtown a reality. The regulations need to offer control, but control does not mean that everything has to be the same. The eclectic mix of building types and architectural styles are part of what makes Downtown Fayetteville unique. Without over-controlling, the regulations can reassure concerned neighbors about the future of their community and the type of development that could be present in the future.

Creating new urban and architectural standards can accelerate the development approval process. Faster permitting of specific development types can encourage the desired type of development. This will allow the relieving of Downtown properties from any burdensome parking requirements, lot-size minimums, lot coverage or setback requirements, and impediments to mixed uses, while holding Downtown developers to

Smart Building Codes

"Smart building codes" is the term used to describe building and construction codes that encourage the alteration and reuse of existing buildings. Building codes have generally been written to apply to new construction. As a result, it is often much harder for developers to comply with building codes when rehabilitating existing buildings than when undertaking new construction. For this reason, "smart building codes" are being developed with increasing frequency in states and local jurisdictions across the country to encourage adaptive reuse and the rehabilitation of older structures. New Jersey, Maryland, Minnesota, and Rhode Island, Wilmington, Delaware, Wichita, Kansas and others have adopted legislation designed to encourage the rehabilitation and reuse of existing buildings. The New Jersey Rehabilitation Subcode has reduced building rehabilitation costs by as much as 50 percent -- generating a dramatic rise in historic preservation and downtown revitalization projects.

The U.S. Department of Housing and Urban Development (HUD) has recently published a document entitled Nationally Applicable Recommended Rehabilitation Provisions (NAARP). The NAARP is a model for state and local jurisdictions that want to develop "smart building codes." For more information, please contact the Department of Housing and Urban Development Office of Policy Development Research at www.hud.gov.

higher design standards, such as build-to-zones and glazing criteria. Urban and Architectural Standards are found in the proposed Downtown District ordinance (Appendix H). In addition to enforcing design standards, the City should also adopt "smart building codes" to make renovations of old buildings as practical as possible.

Revising the land development regulations also offers the opportunity to incorporate methods for encouraging or mandating mixed-income housing Downtown. The zoning rules can either require a specific percentage of affordable units or offer a range based on the targeted income level. With the current real estate trend of downtown residential development occurring across the country, the City should quickly prepare "inclusionary zoning" rules in the Unified Development Code to insure a mixed-income pattern of development Downtown. Similar regulations are being adopted in other municipalities, such as Montgomery County, MD and Walnut Creek, CA.

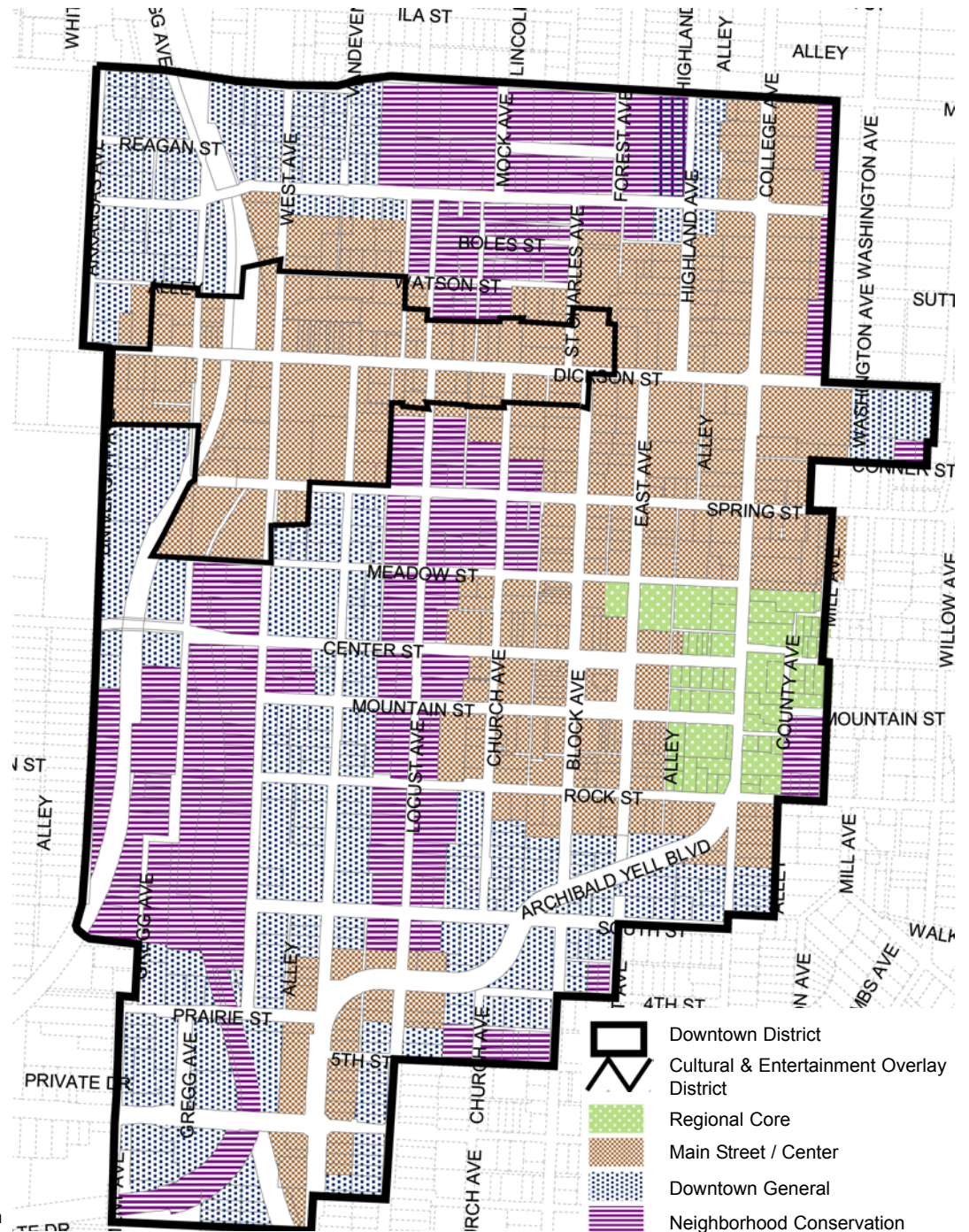
Inclusionary Zoning

Inclusionary zoning is a legal tool which encourages the private sector to include a percentage of affordable units as part of a market rate development. The fundamental purpose of inclusionary zoning is to allow the development of affordable housing to become an integral part of new development taking place in a community. Inclusionary zoning ordinances vary widely. They are tailored to each community's specific needs and housing market, and are just one component of a larger housing strategy. A typical inclusionary zoning ordinance will set forth a minimum percentage of units to be provided in a specific development affordable to households at a particular income level, generally defined as a percentage of the median household income. The goal is to establish a relatively permanent stock of affordable housing units provided by the private market. In many ordinances, some form of incentive is provided by the municipality to the developer in return for the provision of affordable housing. These incentives can take the form of waivers of zoning requirements, including density, area, height, open space, use or other provisions; local tax abatements; waiver of permit fees or land dedication; fewer required developer-provided amenities and acquisitions of property; "fast track" permitting; and/or the subsidization or provision of infrastructure for the developer by the jurisdiction.

Source: "Inclusionary Zoning: A Viable Solution to the Affordable Housing Crisis?", Dr. Robert W. Burchell and Catherine C. Galley, The Center for Housing Policy, 2000.

A draft concept for a new zoning district for Downtown is included in Appendix H. The new district should be adopted by the City Council and included in the City of Fayetteville Code of Ordinances. The revised zoning should be based on a placed-based spectrum of context-sensitive regulatory categories, such as the Transect categories promoted by members of the Congress for the New Urbanism. For the purposes of the Downtown Master Plan, the categories can be defined as Regional Core, Main Street / Center, Downtown General, and Neighborhood Conservation. Each category displays a distinct physical character varying in the types of buildings, intensity of development, scale and to some extent, the appropriate land uses.

Proposed Downtown District Regulating Plan



Regional Core

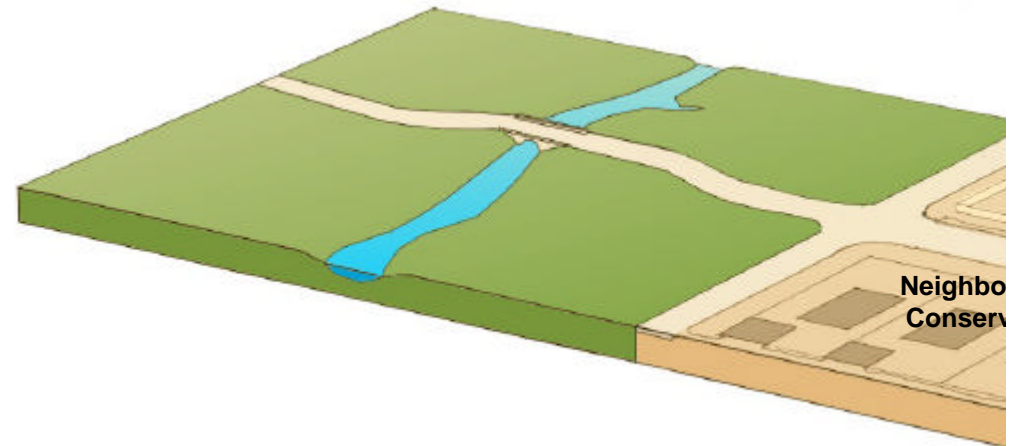
A Regional Core is a very compact transect zone with a metropolitan scale, and can include taller structures. Development is most intense and dense. The character of the Core is more urban than the Center. It is almost always shared by two or more neighborhoods and occurs on a major thoroughfare or transit nexus. Cores have a larger concentration of jobs, retailers, and regional visitors. Uses are primarily destination retail, entertainment venues, lodging, and offices, although a permanent residential population is also key. A mix of lofts and apartments, and rowhouses and live-work units constitute the residential component of the Core. The Core is usually within walking distance of several residential areas.

Main Street / Center

The Main Street / Center is a place where a greater range of uses is expected and encouraged. The Center is typically more spatially compact and is more likely to have some attached buildings. Multi-story buildings in the Center are well-suited to accommodate a mix of uses, such as apartments or offices above shops. Lofts, live - work combinations, and buildings designed for changing uses over time are appropriate. Schools, post offices, libraries, small retail, higher intensity residential, and other destinations comprise the Center. The center is within walking distance of the surrounding, primarily residential areas. Each Main Street / Center is different from the other, and it is important that development occurs at a scale that respects the existing character of the surrounding neighborhoods.

Downtown General

Downtown General is a flexible transect zone. It is not limited to the concentrated mix of uses found in the Regional Core or Main Street / Center. The Downtown General includes all properties in neighborhoods that are not categorized as identifiable centers. The General areas are mixed-use in function but are primarily residential in character. There is a mixture of single-family homes, rowhouses, apartments, and live-work



units for small businesses. Activities included cover a flexible and dynamic range of uses, from preserved green spaces to less intense residential development and businesses. In many cases existing zoning determines the building types and scale. Homes located in the Downtown General have front and back yards with porches and stoops. The Downtown General includes residential areas, but also accommodates commercial development that respects the scale and building placement of homes.

These neighborhood zones are based on the “Transect” found in the *Lexicon of the New Urbanism* created by Duany, Plater-Zyberk & Company. The Congress of the New Urbanism is promoting the use of the Transect among its members to standardize sustainable development patterns. **Great neighborhoods** have a wide cross section of uses that vary in intensity from center to edge. The center of a neighborhood is usually developed in a mixed-use manner with more intense uses than the general and edge area. This delicate gradient from center to edge provides visual variety as well as a variety of housing and commercial options.



Neighborhood Conservation

Neighborhood Conservation has the least activity and is single-family residential in character with a lower density than the other transect zones. Although it is the most purely residential zone, Neighborhood Conservation can have some mixed-use, such as civic buildings; schools are particularly appropriate. Neighborhood Conservation areas are identified by a distinct change such as a natural feature like a river, forest, or greenway, or a man-made feature such as a thoroughfare. These features provide a physical change that forms a psychological boundary, giving each neighborhood identity.

SMART RULES — GETTING THERE

The following steps are necessary in creating Smart Rules for Downtown:

- a. Adopt the Downtown Master Plan.
- b. Adopt the Downtown District (including the Urban Standards and Architectural Standards) as a new zoning district in the City's Unified Development Code.
- c. Amend the *Fayetteville General Plan 2020: Master Street Plan* to include the Downtown District Thoroughfare Standards. In addition to the Thoroughfare Standards, the Thoroughfare Atlas should also be included in the Master Street Plan to identify the location of specific street types within Downtown.
- d. Adopt "smart building codes" to make rehabilitation of old buildings as practical as possible.
- e. Incorporate inclusionary zoning measures in the Unified Development Code for private developers to provide mixed-income developments Downtown.

Additional Implementation Strategies are included in Chapter 5.

5. Special Places

Throughout the charrette, citizen participants identified and focused on many special places within Downtown. There are spots in Downtown that people love and that are the "postcard pictures" of the town. Fayetteville residents have favorite buildings and street scenes and like each the way they are, yet think they could be even better with slight adjustments. On the other hand, there are some unsatisfactory spots in Downtown that need a new start. These are places where the visual character or urban functionality is weak; in some cases the beautiful historic structures are gone or the street scene was never spectacular. Still, the opportunity exists to turn these less-appealing places into great addresses, harnessing the power of infill development and placemaking to create memorable character and economic vitality. Infill development is thus the key to capturing lost space in Downtown. The priority is to add buildings, not destroy buildings. Chapter 3 details opportunities for infill development, identifying both short and long-term prospects.



The Old Post Office



Old Main



Walton Arts Center



The Old Washington
County Courthouse

SPECIAL PLACES — GETTING THERE

The following steps are necessary in creating Special Places Downtown:

- a. Adopt the Downtown Master Plan.
- b. Adopt the Downtown District (including the Urban Standards and Architectural Standards) as a new zoning district in the City's Unified Development Code.
- c. Create a Downtown Redevelopment District to enable tax increment financing and appoint a Development Coordinator.
- d. Reorganize the Downtown Dickson Enhancement Project (DDEP) into a Business Improvement District to fund streetscape improvements and other modifications.
- e. Develop an infill development strategy to target locations Downtown for residential and mixed-use development.
- f. Preserve and enhance historic structures through the Federal Historic Rehabilitation Tax Credit and through Arkansas Historic Preservation Restoration grants.
- g. Adopt a "smart building code" to make renovations of old buildings as practical as possible.

Additional Implementation Strategies are included in Chapter 5.

6. An Experience Economy

Fayetteville has some things that many cities have lost — real downtown character and real downtown things to do. Through the course of change in the 20th Century and the rise of suburban sprawl, many residents and businesses vacated downtowns. While the economic engine of Downtown Fayetteville has evolved over time, however, there remains a solid constituency of residents and businesses. What draws people to Downtown? It is the *experience* —the high quality of life associated with living and working and being entertained in a downtown environment with so much to offer, including arts, culture, and fun. Therefore the City should continue to nurture these anchor functions.

Downtown Fayetteville has already become Northwest Arkansas' premier home for the performing arts and cultural activity. Dickson Street has long been a marvel among college-town main streets, a hub for food, music and informal celebrating. These two phenomena should be recognized and embraced as vital parts of the modern Downtown's economic makeup, part of the lure of Downtown for the next generation of residents and investors.

To reach the next level of quality and sustained economic benefit, a Cultural and Entertainment Overlay District should be formed to coordinate the evolution of the area and to establish a fairly compact geographic limit within which these activities should be focused. Fayetteville's rich history and cultural institutions make the area a prime candidate for forming an overlay district (see *Cultural Districts* box). This overlay district will leverage the combination of existing resources such as the University of Arkansas Fine Arts Theatre, Walton Arts Center, Nadine Baum Studios, many art venues, the Dickson Street entertainment area plus the planned enhancements set forth in the Downtown Master Plan.

The formalizing of the Cultural and Entertainment Overlay District will be an affirmation of the City's commitment to keep Downtown a center for creativity, innovation, and fun. Distinctive flags or signs can be used to mark the overlay district. The City, business organizations and cultural institutions should also promote the overlay district in tourist brochures and regional media, and recruit businesses that will enhance the scene to locate there.

Within the overlay district, a special set of regulations should apply. The building form regulations should closely approximate (or match) those for the "Main Street / Center" category, but these should be paired with liberalized and modified sign controls (to promote the exuberant signs and lighting traditional in theatre districts), the barest minimum parking requirements (if any), and a provision for long hours of operation. Outdoor music should be welcomed within the overlay district, but noise control

Cultural Districts

A cultural and entertainment district is typically a well-recognized, labeled, mixed-use, geographically defined area of a city in which a high concentration of cultural and entertainment facilities serve as the anchor of attraction. Cultural and entertainment districts can be found in both large and small cities across the United States. The primary motivation behind the establishment of such districts is urban revitalization. Cultural and entertainment Districts boost urban revitalization in many ways:

- beautify and animate cities
- provide employment
- attract residents and tourists to the city
- complement adjacent businesses
- enhance property values
- expand the tax base
- attract well-educated employees
- contribute to a creative, innovative environment

While no two cultural districts are exactly alike -- each reflects its city's unique environment, history of land use, urban growth, and cultural development -- they can be divided into one of five categories:

1. Cultural Compounds
2. Major Arts Institution Focus
3. Arts and Entertainment Focus
4. Downtown Focus
5. Cultural Production Focus

The impact of cultural districts is measurable: the arts attract residents and tourists who also support adjacent businesses such as restaurants, lodging, retail, and parking. The presence of the arts enhances property values, the profitability of surrounding businesses, and the tax base of the region. The arts attract a well-educated work force -- a key incentive for new and relocating businesses. Finally, the arts contribute to the creativity and innovation of a community.

Source: *Cultural Districts: The Arts as a Strategy for Revitalizing Our Cities*,
Americans for the Arts

Cultural Tourism

In 2000, an estimated 2/3 of American adult travelers included a cultural, arts, heritage, or historical activity or event while on a trip of 50 miles or more.

Ten considerations to guide successful cultural tourism programs:

1. Visitor experiences and attractions provide genuine entertainment and educational value.
2. Sites and attractions have been developed to preserve their authenticity.
3. Visitor safety, convenience, and value are paramount concerns.
4. Visitation is viewed as an important part of the local and regional economy.
5. Business and employment opportunities accrue in the communities where cultural tourism development occurs.
6. Visitors travel a "circuit," so that less-popular sites get their share and more popular sites are not adversely affected by excessive visitation and commercialization.
7. A regional pride and identity exists among residents that are interpreted in its many facets at area attractions.
8. An understanding exists among all that tourism requires accomplished hosts and that the community's hospitality is genuine.
9. The best promotion is that provided by the recommendations of the region's residents.
10. Where participation in cultural and civic life is cherished and considered by the community to be vital in economic development, as well as an enhancement of the quality of life.

Source: Americans for the Arts

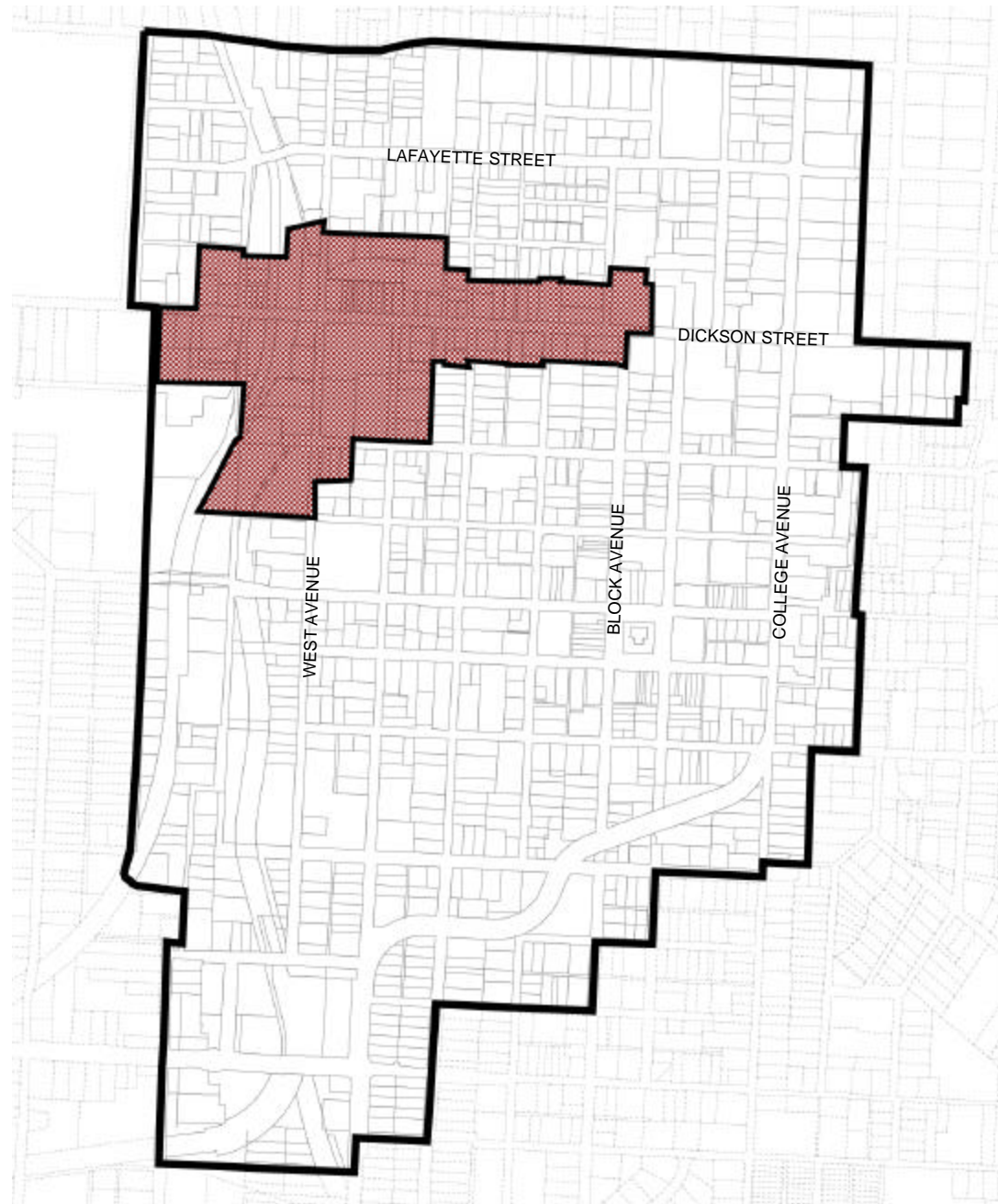
ordinances could provide for a stepdown in permissible volume levels in areas approaching the edges of the district, and some consideration should be given to limiting the hours for outdoor amplified music so as to manage any disturbance.


The boundaries of the Cultural and Entertainment Overlay District need to take into account the variety of uses and activities there. While cultural/entertainment districts are excellent places for housing to be included in the mix of uses, these areas are more bustling than tranquil, and they are not for everybody. Some residents choose to live there because they prefer to be where the action is; quiet neighborhoods, however are not usually included in cultural and entertainment districts. Therefore the overlay district should not encroach on surrounding areas that are primarily occupied by single-family residences, where neighbors will be inconvenienced by noise and other impacts. Keeping the district compact will be of benefit to the cultural institutions and entertainment businesses as well, because such districts thrive most when the attractions are bundled closely together in a walkable, easily-navigable scene.

Today the recognizable center of the arts district is roughly at the intersection of West Avenue and Dickson Street, anchored by the Walton Arts Center; other outposts of the arts such as the Nadine Baum Studios and galleries are located nearby, but these are separated by parking lots, vacant parcels, and assorted businesses. The entertainment scene is more tightly clustered and primarily linear, along Dickson Street, with some activity (including bars and restaurants) in the midblock areas and along perpendicular streets. To encourage its development in directions that will minimize disturbance to surrounding residential neighborhoods, as the district coalesces it should grow primarily south, in the area along West Avenue and parallel to the railroad tracks (see Proposed Cultural and Entertainment Overlay District Boundary on page 2.29). This area lends itself to expanded cultural facilities, vibrant evening activities, and efficiently-provided shared parking. The Illustrative Master Plan depicts how a 2500-seat performance hall can be added to the Walton Arts Center's south side, and how a community parking facility with "liners" of entertainment businesses and artist housing can be developed on the West Avenue parcel.

To promote the growth of the cultural and entertainment venues into this area (as opposed to further north in the environs of Lafayette Street), the City can:

- 1) use its regulatory powers to enable these uses in the desired locations and discourage certain uses outside these locations;
- 2) use the incentives available within the overlay district to make these sites most attractive;
- 3) participate in the construction and financing of the shared parking facility(ies) and other desirable functions, such as cultural facilities and artist housing; and
- 4) target street improvements and other infrastructure upgrades in this area.



 Proposed Cultural and Entertainment Overlay District

AN EXPERIENCE ECONOMY — GETTING THERE

The following steps are necessary in creating an Experience Economy Downtown:

- a. Adopt the Downtown Master Plan.
- b. Adopt the Downtown District (including the Urban Standards and Architectural Standards) as a new zoning district in the City's Unified Development Code. The Cultural and Entertainment Overlay District should be included in the adopted Downtown District Ordinance.
- c. Create a Downtown Redevelopment District to enable tax increment financing and appoint a Development Coordinator.
- d. Reorganize the Downtown Dickson Enhancement Project (DDEP) into a Business Improvement District to fund streetscape improvements and other modifications Downtown and in the Cultural and Entertainment Overlay District.
- e. Create additional parking opportunities by adding on-street parking, off-street structured parking, and shared parking.
- f. Promote Downtown Fayetteville as a leader in cultural entertainment for Northwest Arkansas,
- g. Celebrate Downtown with the continuation of existing and creation of new cultural and entertainment events.

Additional Implementation Strategies are included in Chapter 5.